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ABSTRACT

Currently, 237 of California's 383 unified and high school districts and 66 of its 71 community college districts are authorized to offer adult and noncredit education. Each year, 7 percent of Californians enroll in adult or noncredit courses. They are the most diverse of any students in the state. In 1981, the Legislature established 10 categories of instruction that would be eligible for adult school and community apportionment: elementary and secondary basic skills, English as a second language (ESL), citizenship, substantially handicapped, parent education, programs for older adults, short-term vocational education, home economics, health and safety, and apprenticeship. The problems of enrollment restrictions, inadequate cooperation, lack of accountability, and inequitable funding have led the California Postsecondary Education Commission to offer six recommendations: permit funding for ESL and basic skills to be on an on-demand basis, request the establishment of a task force to prepare and submit a 5-year plan for California adult education, equalize funding for adult and noncredit education, remove the prohibition against the offering of adult education by communities that did not have programs in place before Proposition 13, require the development of a plan for a comprehensive and comparable adult and noncredit education information system, and continue the current categories of funding. Ten statistical displays are provided; appendixes consist of a brief legislative history of adult education in California and background on the Commission's study. (YLB)

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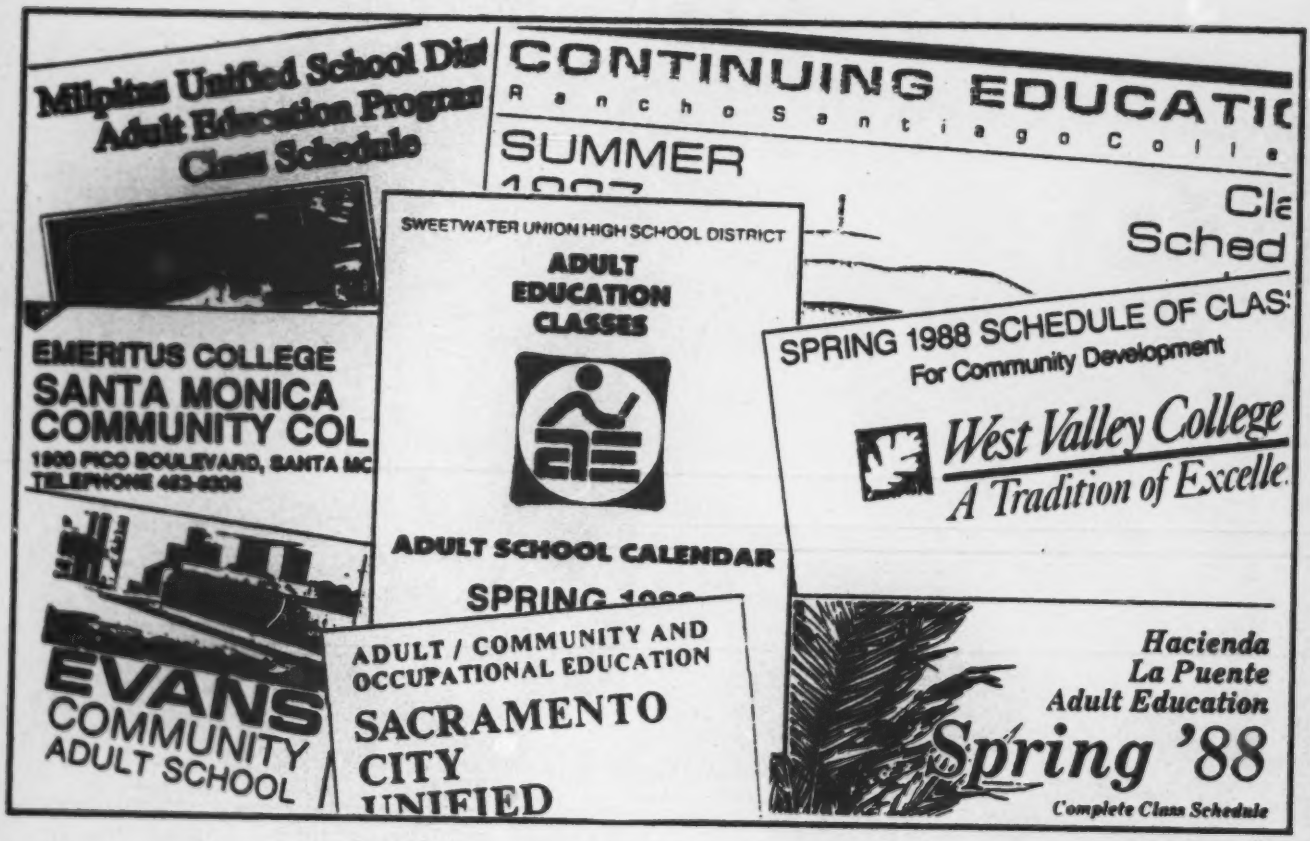
MEETING CALIFORNIA'S ADULT EDUCATION NEEDS



CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Executive Summary

For many years, the Legislative Analyst has expressed concern about California's policies regulating adult and noncredit instruction offered by adult schools and the California Community Colleges. As a result, in Supplemental Language to the 1987 Budget Act, the Legislature directed the Commission to study "the current and projected need for, and funding of, noncredit adult education, including the various state-funded instructional areas, in light of the state's changing demographics" and to submit its findings and recommendations to the Legislature by this October 1.

In this report, which was drafted by Roslyn R. Elms and Kathy Warriner, the Commission responds to that charge. Part One on pages 1-4 offers conclusions and recommendations about adult and noncredit education. Part Two on pages 5-16 describes the current status of the field. Part Three on pages 17-26 discusses major problems that the recommendations seek to address. Appendix A on pages 27-30 contains a chronological history of legislative efforts regarding adult and noncredit education, and Appendix B on pages 31-32 describes the origins and conduct of the study.

The Commission's six recommendations, explained on pages 2-4, are to:

1. Permit funding for English as a Second Language and Basic Skills to be on an on-demand basis.
2. Request that the State Superintendent of Public Instruction and the Chancellor of the California Community Colleges establish a task force to jointly prepare and submit a five-year plan for California adult education.
3. Equalize funding for adult and noncredit education by bringing adult school funding up to the same level per average daily attendance (ADA) as provided in the Community Colleges.
4. Remove the prohibition against the offering of adult education by communities that now cannot do so because they did not have programs in place before Proposition 13.
5. Require the State Superintendent of Public Instruction and the Chancellor of the California Community Colleges to develop and submit a plan for a comprehensive and comparable adult and noncredit education information system.
6. Continue the current categories of funding.

The Commission adopted this report on recommendation of its Policy Development Committee at its October 31, 1988, meeting. Additional copies may be obtained from the Library of the Commission at (916) 322-8031. Questions about the substance of the report may be directed to Jane V. Wellman, the associate director of the Commission, at (916) 322-8017.

MEETING CALIFORNIA'S ADULT EDUCATION NEEDS

Recommendations to the Legislature in Response to Supplemental Language in the 1987 Budget Act

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
Third Floor • 1020 Twelfth Street • Sacramento, California 95814-3985

COMMISSION REPORT 88-35
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1 *Overview and Recommendations*

THE issue of funding for adult education -- especially, how State priorities should be meshed with local needs -- is one with a long history in California and elsewhere. The dilemmas in California have been particularly difficult following passage in 1978 of Proposition 13. Since that time, the Governor and Legislature have repeatedly tried to bring closure to the issue, but although they have made progress, the essential problems of funding, competition among providers, lack of availability of needed services, and new pressures to serve new communities, have continued. This history threatens to bring to a halt improvements in State policy for adult education at a time when meeting the immediate and legitimate educational needs of adult Californians requires coordinated State-level action on these problems.

It was with these concerns in mind that the Legislature asked the Commission to review the adequacy of California's existing adult education system to meet future priorities. The Commission submits this report in response to that request. In some respects, this report goes beyond the specific questions asked by the Legislature in an attempt to provide specific advice on issues that have been both longstanding and contentious. It is the hope of the Commission that such clarity will be helpful in reaching closure on these problems and allowing the State to move on to a healthier, more productive, and more accountable system of adult education.

Conclusions

History

The education of California's adults has a long history rooted in the local public schools. The very earliest adult classes were intended to provide elementary basic skills, such as reading and writing, although bookkeeping and mechanical drawing were soon introduced. Through the years, adult and noncredit education has responded to waves of immigration, wartime needs for factory and agricultural workers, and economic dislocation.

Although the fiscal responsibility for adult and noncredit education was transferred to the State following the passage of Proposition 13 in 1978, programs retain their local flavor. In fact, it is the ability to meet local needs quickly and effectively that is one of adult and noncredit education's greatest strengths.

Status

At the State level, adult educators walk a fine line, trying to balance the need for program flexibility with the State's needs for accountability and cost containment. An examination of adult education legislation, provided in Appendix A, demonstrates the many attempts made by State lawmakers to provide some measure of equity between the major providers while retaining local flexibility of programming.

Currently, 237 of the State's 383 unified and high school districts and 66 of its 71 community college districts are authorized to offer adult and noncredit education. In 1987, the State appropriated $256.7 million in General Funds to the adult schools and an additional $71.0 million to fund community college noncredit education.

Since 1979, several steps have been taken to reduce funding inequities between the schools and colleges, so that by 1987-88, they were separated by only $125 per average daily attendance (ADA), with the adult schools funded at $1,312/ADA and community college noncredit education funded at $1,437/ADA. Although the funding inequities have been reduced significantly, they continue to cause tensions between the schools and colleges that contribute in some instances to an unproductive lack of cooperation.

Growth

California lags behind the rest of the nation in providing adult education to its citizens, and yet by any

demographic indicator, its population has equal, if not greater, need for literacy, vocational education, and other programs provided by adult and noncredit education. At this time, access is limited by growth limitations and funded below current service levels in much of the State. Some regions of the State are not served by any adult or noncredit education provider, since only those districts with programs in existence before 1978 are authorized to offer courses -- even if local growth and circumstances warrant such activity. Community colleges are constrained from entering more widely into the adult and noncredit education arena by the statutory stipulation that adult education courses are the primary responsibility of the adult schools. Except for courses offered at the thirteenth and fourteenth grade levels, community college governing boards must negotiate "delineation of function" agreements with local school district boards in order to provide State-subsidized courses for adults not seeking a degree or certificate. Some exemplary models of consortia do exist at the local level, but no formal mechanisms exist at the State level to encourage coordination, cooperation, and protection against duplication.

Data

Without increased accountability at the State level based on comparable and consistent data collection, it is impossible to monitor and evaluate the activities and benefits of adult and noncredit education. Such data collection needs to include, not only standard items such as enrollments, average daily attendance, and costs, but also information about numbers of students completing courses, job placements, and diplomas granted. An additional component of increasing importance is data on student characteristics, including gender, ethnicity, age, marital status, and, if possible, family income.

Recommendations

The specific research questions directed by the Legislature to the Commission involve the adequacy of the current system to deliver services and the capacity of the State to evaluate and set priorities for adult education. In the course of this study, underlying issues appeared, some of great urgency, that illustrate both deep and broad policy and funding inadequacies in the current provision for adult and noncredit education in California. The following six recommendations represent the Commission's strong commitment to pressing for State policy changes that will improve the access, equity, and accountability of adult education while retaining needed local and State flexibility to respond to urgent and immediate needs.

RECOMMENDATION 1: Permit funding for English as a Second Language (ESL) and Basic Skills to be on an on-demand basis.

This recommendation, if implemented, would remove the cap set in current law on funding for these areas, and would allow classes to be expanded to meet the current urgent needs of new immigrants needing instruction as required by the Immigration Reform and Control Act of 1986 (IRCA) and AFDC recipients in the Greater Avenues for Independence (GAIN) programs. A mechanism needs to be developed to establish a baseline for existing services in English as a Second Language (ESL) and Basic Skills and allow for necessary expansion without encouraging reallocation from other adult and noncredit programs to these categories. If enrollments were increased, funding in many cases from federal and State sources associated with IRCA and GAIN would become available, thus removing the immediate need to reduce funding from other adult education priorities.

The Adult Education Unit of the State Department of Education estimates that growth to demand for ESL and Basic Skills would cost approximately $15 million. About one-fourth of the annual apportionment for adult and noncredit education is channeled to the community colleges, and if a similar proportion were required for their growth to demand of ESL and Basic Skills, they would need an additional $5 million -- making the total estimated cost $20 million, which does not include the offset monies available from funding for GAIN and IRCA.

The urgent need of new immigrants for English instruction is a particular concern of the Commission and one that in its opinion requires immediate action by the Governor and Legislature. Under the Immigration Reform and Control Act, eligible legalized aliens wishing to become citizens have only two and one-half years to show language proficiency and

Federal funds to expand English as a Second Language and Citizenship classes for these purposes are available but their utilization is restricted because of the State-imposed caps on adult education. The IRCA window of opportunity will close in 24 months, shutting out forever the chance of the State to take advantage of the federal legislation to help these potential new citizens.

RECOMMENDATION 2: Request that the State Superintendent of Public Instruction and the Chancellor of the California Community Colleges establish a task force to jointly prepare and submit a five-year plan for California adult education.

The Executive Director of the Commission shall convene the initial meeting of the Superintendent and the Chancellor to begin the process of establishing the recommended task force. The plan that results should address the issues of adequate State funding; State priority and local prerogatives, including alternative categorization schemes; delineation of function; need for cooperative and coordinated activity; and the defining of parameters for continued State support.

RECOMMENDATION 3: Equalize funding for adult and noncredit education by bringing adult school funding up to the same level per average daily attendance (ADA) as provided in the Community Colleges.

The Commission has found no evidence to suggest that adult and noncredit education should be the exclusive province of either the schools or the community colleges. There is a benefit to both cooperation and competition, so long as it does not result in unnecessary duplication of service. The Commission has also found no evidence of duplication of service; in fact, unmet demand, as measured by the number of students now on waiting lists for classes, suggests quite the opposite. The historic differences in funding between the two segments has contributed to a history of lack of coordination and to competition that in many ways is not productive, and the community of providers that should be able to work together on collective goals has not been able to come together.

The historical rationale for the difference in funding rates is the slightly higher salaries paid to college teachers than adult school teachers, along with the colleges' provision of higher levels of student services. Because of these reasons, it would be unreasonable to cut costs or services in the community colleges. Thus the goal of equalization should be met by increasing funding to school districts. The cost to the State for such immediate equalization would be approximately $25 million. If the State cannot commit these resources all at once, two options present themselves:

- Develop a five-year plan for equalization, and increase base resources by $5 million a year until funding is fully equalized.
- Make incremental progress by differentially allocating cost-of-living increases between the community colleges and the schools.

Although the latter practice is historically the way that the State has achieved equalization in many program areas, it is a less desirable alternative than a more straightforward plan to increase resources without shortchanging part of the enterprise.

RECOMMENDATION 4: Remove the prohibition against the offering of adult education by communities that now cannot do so because they did not have programs in place before Proposition 13.

Eighteen school districts that lacked adult education programs in 1978 have requested authority to begin such programs, but several legislative attempts to address the problem have failed. These districts are located in 14 counties, most of them small, rural, and with limited alternative educational providers to offset the lack of adult education opportunities. The prohibition against their starting adult education programs has no rational basis and should be abandoned without delay.

RECOMMENDATION 5: Require the State Superintendent of Public Instruction and the Chancellor of the California Community Colleges to develop and submit a plan for a comprehensive and comparable adult and noncredit education information system.

The information system should have information about both student characteristics and appropriate measures of program effectiveness. The measures of program effectiveness would differ by program area, consistent with the different objectives of the programs. Specific data elements that should be included in such an information system would be the gender, ethnicity, age, and income levels of students served, as well as the number and description of courses taken. The information on students should be collected by category of program. The plan should also speak to how the information would be integrated into a California Student Information system that would allow the tracking of students between educational systems.

RECOMMENDATION 6: Continue the current categories of funding.

The Commission has found no evidence to suggest that the current categories of adult education are obstacles to the provision of needed adult and noncredit education. Although the categories are not perfect, they provide reasonable assurance to the State that courses and programs are being offered within established guidelines while allowing flexibility to meet local needs.

Some of the categories are higher priorities than others, as evidenced by student demand: More than 80 percent of adult and noncredit education occurs in English as a Second Language (40 percent), Short-Term Vocational (20 percent), Substantially Handicapped (13 percent), and Basic Skills (13 percent). All other categories combined serve such small numbers of ADA that their elimination would realize only small savings at the cost of inhibiting local flexibility and offending politically well-established groups of taxpayer constituents who deserve and expect to have their needs served.

2 Current Conditions

"ADULT education" can refer to any form of education offered to adults, but for the purposes of this report, it refers only to those programs and courses funded by the State and designated as "adult education" by the public schools and "noncredit" or "continuing education" programs and courses offered by community colleges.

In the public schools, *adult education* is a special division that addresses the needs of students beyond the age of 18 years, with the exception of some students who are concurrently enrolled in high school and adult programs.

In the community colleges, courses and programs that are not designed to lead to a certificate or an associate of arts degree are called either *noncredit instruction* or *continuing education*.

Providers of adult and noncredit education

Under California *Education Code* Section 8530, school districts have the primary responsibility for adult education: "Adult basic education is the responsibility of high school and unified school districts except in those instances where by mutual agreement the responsibility is assigned to a community college district."

Two-hundred thirty-seven out of California's 383 unified and high school districts are authorized to offer adult education, and 94 of it 106 community colleges in 66 out of its 71 community college districts are approved to offer noncredit instruction.

Fifty percent of average daily attendance (ADA) in the adult schools is generated by 20 of the 237 school districts, while 83 percent of the community colleges' noncredit instruction is generated by only 13 of the 71 community college districts. Display 1 on page 6 shows changes in ADA and enrollment from 1984-85 to 1986-87 in these school and college districts.

Some individual adult schools have experienced substantial growth since 1979, but statewide growth of adult schools has been controlled by the enrollment "cap" imposed that year, which is not population sensitive. Total ADA in the community colleges has grown only slightly since 1979, while noncredit programs have grown dramatically in the most recent three-year period for which data exist -- a statewide rate of growth nearly three times that for the adult schools. The largest community college noncredit providers increased their participation by more than 10 percent during these years. Budgeting flexibility allowed this growth because community college budgets for credit and noncredit programs are not separated as they are for the adult schools, and during this period, community college *credit* programs were experiencing declining enrollments, as Display 2 on page 7 shows. In the future, as credit enrollments increase, community colleges may reduce their noncredit instruction in order to stay within their own enrollment growth limits.

Characteristics of students

Each year, 7 percent of Californians enroll in adult or noncredit courses. They are the most diverse of any students in the State:

- High school dropouts learning to read and write and earning their high school diplomas;
- New immigrants learning English;
- Men and women learning job skills to enter or reenter the job market;
- Severely disabled adults developing self-care living skills;
- Prospective parents learning parenting;
- Prisoners preparing for their release;
- Older adults learning to manage their fixed incomes and keep fit;
- The infirm in nursing homes who need to exercise and remain intellectually active.

DISPLAY 1 *Average Daily Attendance (ADA) and Enrollment in Adult Education in California's 20 Largest Adult School and 13 Largest Community College District Programs*

Segment and District	1984-1985 ADA	1984-1985 Enrollment	1985-1986 ADA	1985-1986 Enrollment	1986-1987 ADA	1986-1987 Enrollment	Percent of Change in ADA, 1984 to 1987
Adult Schools							
Los Angeles Unified	46,085	454,417	43,143	400,162	45,541	368,190	-1.0
Hacienda La Puente	5,118	108,003	5,140	166,083	5,476	221,328	+7.0
El Monte Union	4,094	21,479	4,358	23,732	4,513	25,284	+10.0
Oakland Unified	4,084	23,041	3,938	23,068	3,943	24,467	-3.5
Sweetwater Union	3,411	23,798	3,611	26,997	3,807	27,509	+12.0
Sacramento City Unified	3,613	7,111	3,875	11,575	3,670	10,917	+2.0
Fresno Unified	3,304	21,845	3,096	21,490	3,492	27,894	+6.0
Montebello Unified	3,051	20,797	3,106	21,969	3,364	23,112	+10.2
Pomona Unified	2,792	9,817	3,780	12,176	3,096	15,843	+11.0
Baldwin Park Unified	2,907	9,327	3,022	9,262	2,917	11,001	+<.1
Garden Grove Unified	2,693	14,370	2,681	14,208	2,612	14,779	-3.0
Kern Union	2,055	12,015	2,173	16,090	2,564	17,316	+25.0
Simi Valley Unified	2,419	7,240	2,480	9,501	2,551	10,284	+5.4
Hayward Unified	2,369	12,987	2,411	14,585	2,520	19,316	+6.3
ABC Unified	2,200	10,433	2,304	14,441	2,463	14,451	+12.0
Grossmont Union	1,981	46,260	2,064	42,101	2,220	53,359	+12.0
San Juan Unified	1,896	10,798	1,912	11,141	1,962	11,285	+3.0
Torrance Unified	1,856	29,172	1,875	30,202	1,926	31,254	+4.0
San Bernardino City	1,741	7,841	1,918	7,669	1,873	7,609	+8.0
East Side Union (Santa Clara)	1,615	N.A.	1,755	N.A.	1,437	N.A.	-11.0
TOTAL	99,284	850,751	98,642	876,452	101,947	935,198	+3.0
Total State ADA	175,275		175,553		183,517		+5.0
Community College Districts	Actual ADA	Headcount	Actual ADA	Headcount	Actual ADA	Headcount	
San Francisco	15,892	31,872	16,264	33,083	16,155	30,087	+01.7
San Diego	12,290	22,314	12,615	25,811	12,710	26,222	+03.4
Rancho Santiago	4,382	8,018	4,717	9,509	5,094	9,955	+16.2
Marin	1,406	7,986	1,430	6,878	1,373	7,795	-02.3
North Orange	5,205	36,565	5,706	25,916	5,875	29,870	+13.0
Mount San Antonio	1,607	5,703	2,443	7,052	2,809	8,480	+75.0
Santa Barbara	1,825	9,238	1,874	10,387	1,966	12,767	+08.0
Glendale	1,562	7,245	1,651	6,599	1,755	4,734	+12.4
Saddleback	473	1,337	840	1,354	1,342	3,748	+184.0
Chaffey	801	1,122	864	1,372	942	1,113	+18.0
Long Beach	1,532	1,944	1,530	2,276	1,550	1,734	+01.2
Pasadena	1,668	3,801	1,760	4,093	1,745	3,786	+05.0
Santa Rosa	996	1,832	1,165	2,058	1,533	2,450	+54.0
TOTAL	49,639	131,044	52,859	129,571	54,849	134,946	+10.5
Total State ADA	61,086		66,357		69,698		+14.1

Note: Community College headcount enrollment includes only students enrolled exclusively in fall term non-credit courses.

Sources: Adult Schools: Adult Education Unit, California State Department of Education.
Adult School Enrollment: CBEDS Data Collection.
Community College Districts and Enrollments: Chancellor's Office, California Community Colleges.

DISPLAY 2 Average Daily Attendance (ADA) for Credit Courses and Noncredit Courses in the California Community Colleges, 1978-79 to 1987-88

Year	Noncredit ADA	Credit ADA	Total ADA	Noncredit ADA as Percent of Total	Number of Colleges Approved to Offer Non-Credit Instruction	Number of Courses Approved
1978-79	39,002	596,370	635,372	6.1	59	7,095
1979-80	55,414	615,209	670,623	8.2	63	8,928
1980-81	71,093	654,421	725,514	9.8	67	11,563
1981-82	66,516	682,671	749,187	8.9	69	10,067
1982-83	60,233	667,072	727,305	9.0	70	9,473
1983-84	53,074	612,042	665,116	8.7	71	9,740
1984-85	61,086	584,368	645,454	10.4	80	10,478
1985-86	66,357	573,289	639,646	11.6	86	11,742
1986-87	69,698	595,138	664,836	11.7	95	12,470
1987-88 (estimated)	70,880	605,231	676,111	11.7	N.A.	N.A.

Source: Fiscal Services Unit, Chancellor's Office, California Community Colleges, April 1988.

There is no statewide demographic data collected about these students, although some large urban districts collect such information. Two sources of data were available for this report: a 1986 survey conducted by the Field Research Corporation for the Chancellor's Office of the California Community Colleges, and 1987 data from 33 adult schools accredited by the Western Association of Schools and Colleges (WASC), to which they report such data. These data are reliable, but they may not reflect the State's profile of students attending classes in adult and noncredit education. Thus no generalizations or conclusions should be drawn from them, awaiting data from a broader sample of students.

In both the adult schools and the community colleges, students enrolling in adult and noncredit education are overwhelmingly women and married. The largest proportion is in the age group between 20 and 30, with the next largest percentage between 30 and 40, and the third largest cohort over 60. These three groups account for over 60 percent of adult school students and nearly 70 percent of community college noncredit students.

The majority of students work while enrolled -- some 47 percent of those in adult schools and 58 percent in community colleges.

The 33 adult schools surveyed by WASC indicated that over 40 percent of their students were white, followed by nearly 36 percent Hispanic, 11 percent Asian, 9 percent Black, and less than 1 percent Native American. According to the Chancellor's Office of the Community Colleges, the Field Research Corporation survey indicated that 50 percent of the community colleges' noncredit students are white, followed by 20 percent Asian, another 20 percent Hispanic, and the remaining 10 percent Black, Filipino, and Native American combined.

Categories of State-funded instruction

In 1981, the Legislature established ten categories of instruction that would be eligible for adult school and community college apportionment:

1. Elementary and Secondary Basic Skills
2. English as a Second Language
3. Citizenship
4. Substantially Handicapped
5. Parent Education
6. Programs for Older Adults
7. Short-Term Vocational Education
8. Home Economics
9. Health and Safety
10. Apprenticeship

These categories were to serve two purposes:

- Prescribe the State's priorities for adult and noncredit education; and
- Restrict adult educators' ability to implement programs of benefit primarily to individuals (such as recreation or wine tasting) rather than the larger society -- a practice not uncommon when adult and noncredit education was considered a community service supported by local taxes.

These categories were codified through the political process, in that they were lobbied by interested parties including school districts, citizen groups, community colleges, and adult educators with years of experience and commitment. In effect, this process protected not only *populations* identified as in need of assistance, such as the substantially handicapped, but also *programs* judged beneficial to the State, such as Vocational Education, Citizenship, and English as a Second Language. Those programs judged to be of benefit primarily to the individual were permitted to continue on a fee-for-service basis as community service courses.

Display 3 on the opposite page shows statewide ADA for each category of service both for the adult schools and the community colleges since 1984-85, and Display 4 on page 10 illustrates the percentage increases for each category. The following descriptions of each category are arranged according to percentage of total average daily attendance, beginning with English as a Second Language and ending with Citizenship.

English as a Second Language (ESL)

For both adult schools and community colleges, English as a Second Language (ESL) is by far the largest category, accounting for about 40 percent of adult school ADA and about 38 percent of community college noncredit ADA in 1986-87. Between 1984-85 and 1986-87, ESL grew by 27 percent in the adult schools and 25 percent in the community colleges.

The focus and goal for English as a Second Language programs is basic literacy and rapid assimilation of minority populations into the mainstream of society, including not only language and social/cultural skills, but also employment. Many students receiving literacy services are enrolled in ESL. Curriculum is competency-based, designed to meet the diverse needs of students, ranging from English for daily living to the language required for entry into vocational and academic programs. ESL is offered by adult schools and community college noncredit programs in day, evening, and weekend formats. Some locations are experimenting with introductory level ESL courses offered via cable television. Vocational ESL classes (VESL), designed with a vocational emphasis, are a refinement of ESL.

English was declared the official language of California when an amendment to the State Constitution was voted into law in November 1986. English language acquisition needs of the population thus take on increased urgency and priority for California schools. In addition, the legal requirement of basic language skills for those persons seeking legalization under the federal Immigration Reform and Control Act imposes a further mandate on the State's adult schools and community colleges to provide English language training.

Short-Term Vocational Education

Short-term vocational education is the second largest category for both segments, accounting for about 15 percent of the adult school ADA and about 23 percent of the community colleges' noncredit ADA in the 1986-1987 academic year. Its proportion is declining in the adult schools, largely because of high costs associated with occupational equipment and a lower student-faculty ratio than that possible in lecture classes. Courses in English as a Second Language, Basic Skills, and those for Older Adults are much less expensive to operate than vocational education courses, and when the need for both services exists, a district may be forced to make educational decisions based on available money. Community college programs continue to grow, possibly because they have the flexibility to generate funds for equipment and other resources from both credit and noncredit programs, and because their growth cap is population sensitive.

Adult and noncredit education programs for Short-Term Vocational Education at both adult schools and community colleges are designed to provide entry-level job skills training. The curricula for these courses and programs are developed with input from Business/Industry Advisory Councils or the mandates of occupational licensing agencies. Students

DISPLAY 3 *Enrollment in Adult Schools, 1983-84, and Average Daily Attendance (ADA) in Adult and Non-Credit Education by Segment and Category of State-Funded Instruction, 1984-85 Through 1986-87*

Segment and Category	1983-1984 Enrollment	1984-1985 ADA	1984-1985 Enrollment	1985-1986 ADA	1985-1986 Enrollment	1986-1987 ADA	1986-1987 Enrollment	Percent of Change in ADA, 1984 to 1987
Adult Schools								
Elementary Basic Skills	50,249	8,828	57,365	8,164	49,988	8,768	55,940	-0.7
High School Basic Skills	183,084	14,519	223,706	16,775	224,694	16,417	239,386	+13.0
English as a Second Language	374,932	57,531	420,966	66,055	408,105	73,312	432,441	+27.0
Citizenship	7,302	777	9,527	787	8,759	801	9,328	+3.1
Substantially Handicapped	101,391	27,245	98,825	27,402	93,866	27,669	93,139	+2.0
Vocational Education*	226,205	40,611	213,980	29,210	220,169	28,076	222,921	-31.0
Parent Education	8,166	7,492	95,889	7,427	90,684	7,353	87,441	-2.0
Older Adults	147,779	14,860	153,754	16,609	155,260	17,867	160,633	+20.0
Health and Safety	96,356	1,916	101,295	1,597	133,923	1,690	181,168	-12.0
Home Economics	21,887	1,495	24,074	1,532	21,049	1,563	21,967	+5.0
TOTAL ADA/Enrollment	1,508,659	175,274	1,614,400	175,558	1,637,658	183,516	1,516,230	+5.0
Community Colleges								
Basic Skills		5,695		5,175		5,761		+01.2
High School Diploma/GED		2,563		3,189		2,956		+15.3
English as a Second Language		20,175		23,083		25,187		+25.0
Citizenship		115		120		119		+03.5
Substantially Handicapped		6,464		6,648		6,602		+02.1
Vocational Education		13,281		14,427		15,292		+15.1
Parent Education		1,124		1,134		1,261		+12.2
Older Adults		4,917		5,119		6,293		+28.0
Health and Safety		1,227		1,303		1,572		+28.1
Home Economics		1,381		1,616		1,940		+40.4
Apprenticeship		365		474		508		+39.1
TOTAL ADA		57,307		62,288		67,491		+18.0

* Includes apprenticeship enrollments (7,604 in 1984-85, 9,524 in 1985-86, and 11,866 in 1986-87).

Sources: Adult School ADA: State Department of Education, Adult Education.
Adult School Enrollment: CBEDS Data Collection.
Community College ADA: Educational Standards and Evaluation Unit, Chancellor's Office, California Community Colleges.
Note: Figures are *calculated* ADA, not *reported*. (Enrollment data are not available for the Community Colleges.)

DISPLAY 4 Percent of Average Daily Attendance (ADA) in Adult and Non-Credit Education Represented by Each Category of State-Funded Instruction, 1984-85 Through 1986-87

	1984-85	1985-86	1986-87
Adult Schools			
Elementary Basic Skills	5%	5%	5%
High School Basic Skills	8	10	9
English as a Second Language	33	38	40
Citizenship	<1	<1	<1
Substantially Handicapped	16	16	15
Vocational Education	23	16	15
Parent Education	4	4	4
Older Adults	8	9	9
Health and Safety	1	<1	<1
Home Economics	<1	<	<1
Community Colleges			
Basic Skills	10	8	8
High School Diploma/GED	5	5	4
English as a Second Language	36	38	38
Citizenship	<1	<1	<1
Subtantially Handicapped	11	10	10
Vocational Education	23	23	23
Parent Education	2	2	2
Older Adults	9	8	9
Health and Safety	2	2	2
Home Economics	2	3	3
Apprenticeship	<1	<1	<1

Source: Display 3.

are provided support services in job placement, vocational assessment, and attitudinal and motivational pre-vocation training. Programs range from office administration to health occupations and include electronics technology, the mechanical trades, and horticulture. Other vocational programs designed to prepare students for careers have similarities with adult and noncredit education courses, but are usually of longer duration, lead to certification, and are calculated as credit coursework.

Elementary and Secondary Basic Skills

The two Basic Skills categories combine to capture third place in the rankings -- accounting for about 14 percent of adult school ADA and about 12 percent of community college noncredit ADA in 1986-87. Elementary skills have been declining in enrollment while secondary skills have been growing, but like English as a Second Language, Basic Skills are expected to experience great demand and growth as Greater Avenues for Independence (GAIN) and Immigration Reform and Control are implemented.

Basic Skills includes literacy (reading and writing), and computational skills necessary for functioning at levels comparable with students in the public school system. Courses may be remedial for students who have failed in the schools, or they may provide initial educational opportunity for new immigrants. Programs in this area are competency-based literacy and high school diploma programs designed to teach the basic academic and life skills necessary for success in today's world. Students have the opportunity to earn an adult school diploma, prepare for and receive the GED certificate, prepare for job training, and develop life skills. Personalized programs of instruction and assessment based on each student's abilities, interests, and goals are utilized, with open enrollment entry into programs at any time during the school year. Basic subject classes are located in adult schools, community colleges, regional occupational centers, and skills centers. The curricula are aligned with the educational objectives of the students. Course offerings have expanded to meet the needs of high-risk youth and concurrently enrolled high school students.

Programs for the Substantially Handicapped

Programs and classes for the Substantially Handicapped constitute the fourth largest category for both segments, accounting for about 15 percent of adult school ADA and about 10 percent of community

college noncredit ADA in 1986-1987. After a decrease between 1983-84 and 1984-85, this category shows relative stability in the ADA reported.

These services are designed to serve the educational needs of students with disabilities who are developmentally limited learners. These students may also have physical disabilities, communication disabilities, and learning disabilities, as defined by Title 5 of the *Education Code*. Adult education also serves as a resource to special education students who have passed the age of 22 and are no longer eligible for secondary school services.

Legislative mandates at both the State and federal level have provided direction for programs in this area, requiring that students with disabilities be afforded a sequence of programs consisting of sheltered work sites, transitional training programs, and supported and competitive employment. In addition, they require a wide spectrum of supportive services, such as vocational evaluation, work adjustment, career preparation and counseling, independent community living training, and direct job placement and follow-up services.

Programs for Older Adults

In fifth place is the Older Adult category, which accounted for about 12 percent of adult school ADA and about 9 percent of community college noncredit ADA in 1986-87. This category has experienced dramatic growth in both the adult schools (20 percent) and the community colleges (28 percent) in the last three years. One reason for this rapid rise is the Department of Health Services' licensure requirement that residential treatment facilities (defined as retirement residences, convalescent hospitals, and nursing- or board-and-care homes) offer "activities" and "educational programs" for the "confined elderly." Increasingly, adult and noncredit educators are being asked to help meet these requirements.

Display 5 on page 12 shows the proportion of community college ADA offered to the confined elderly. (Comparable data for the adult schools are not available.)

Older Adult programs are designed to offer lifelong education, with the goals of improving the quality of life of older adults, assisting them in maintaining independent living, and helping them continue making meaningful contributions to their communities. Content of course offerings includes, but is not limited to, preparing for retirement; understanding the aging process; the role of nutrition and exercise in maintaining good health; applying principles of sound consumerism and financial management; building positive relationships and support systems; developing competencies, skills, and interests that assist in enhancing the quality of life. Courses are available at adult schools and on community college campuses, and, increasingly, at retirement residences, nursing homes, and convalescent hospitals.

Parent Education

Parent Education accounted for about 4 percent of adult school ADA and 2 percent of community college noncredit ADA in 1986-87. Like Health and Safety and Home Economics -- two other categories created to accommodate courses that were offered in local schools and community colleges prior to State funding -- it is maintaining a steady but small proportion of total ADA in adult and noncredit education. In terms of ADA growth, all three categories are slowly declining in the adult schools but are experiencing growth in the community colleges, where most of the increase in adult and noncredit education has been occurring.

Parent Education uses a multi-disciplinary educational approach designed to facilitate parents' role competence, children's growth and development, and family unity. It provides parents and adult family members with a variety of learning opportunities within a supportive educational environment, and it encourages them to acquire additional child guidance and decision-making skills that are congruent with their values, children's developmental needs, and society's demands.

Home Economics

Home Economics courses accounted for about 1 percent of the adult school ADA and about 3 percent of the community colleges' noncredit ADA in 1986-87. These courses focus on the development of attitudes, knowledge and competencies that emphasize personal and family well-being. Adult school classes emphasize activities and applications basic to well-ordered home management and personal development

DISPLAY 5 *Total Non-Credit Average Daily Attendance (ADA) and the Amount Accounted for by the "Confined Elderly" in 32 California Community Colleges, 1983-84 Through 1985-86*

College	1983-84 Total Noncredit ADA	1983-84 Confined Elderly ADA	1983-84 Percent	1984-85 Total Noncredit ADA	1984-85 Confined Elderly ADA	1984-85 Percent	1985-86 Total Noncredit ADA	1985-86 Confined Elderly ADA	1985-86 Percent
Allan Hancock	1,002	6	0.6%	1,198	8	0.7%	1,340	112	8.0%
Butte	795	178	22.0	879	178	20.0	1,023	178	17.0
Cabrillo	48	0	0.0	43	3	7.0	43	3	7.0
Cerritos	35	0	0.0	42	<1	0.6	58	3	5.1
Citrus	0	0	0.0	208	35	17.0	567	156	28.0
Coastline	253	128	51.0	480	195	41.0	576	221	38.0
Glendale	1,421	56	4.0	1,562	68	4.4	1,651	69	4.0
Grossmont	75	35	47.0	84	21	25.0	127	80	63.0
Los Angeles Mission	17	0	0.0	145	0	0.0	357	2	0.6
Marin	1,014	143	14.0	1,406	246	17.0	1,430	231	16.0
Merced	676	10	2.0	913	6	0.7	994	14	1.4
Mira Costa	716	8	1.0	726	9	1.2	737	6	0.8
Monterey	51	15	29.0	227	137	60.0	334	210	63.0
Mt. San Antonio	1,183	0	0.0	1,607	79	5.0	2,443	228	9.0
Napa Valley	318	24	8.0	387	39	10.0	471	41	9.0
North Orange	4,648	151	3.0	5,205	289	6.0	5,706	394	7.0
Palomar	635	82	13.0	724	147	20.0	696	62	9.0
Pasadena	1,577	0	0.0	1,668	30	2.0	1,760	62	4.0
Porterville (Kern)	158	0	0.0	226	<1	0.4	254	0	0.0
Rancho Santiago	3,333	235	7.0	4,382	368	8.0	4,717	358	8.0
Redwoods	70	34	49.0	99	46	46.0	143	58	41.0
Rio Hondo	612	161	26.0	679	208	31.0	880	289	33.0
Saddleback	366	0	0.0	473	0	0.0	840	3	0.4
San Diego	11,012	333	3.0	12,290	601	5.0	12,615	695	6.0
San Francisco	15,980	32	0.2	15,892	33	0.2	16,264	36	0.2
San Jose	0	0	0.0	5	0	0.0	18	3	17.0
Santa Barbara	1,630	100	6.0	1,825	101	6.0	1,874	95	5.1
Santa Monica	569	15	3.0	662	137	21.0	679	210	31.0
Sequoias	16	5	31.0	36	4	11.0	52	4	8.0
Siskiyous	54	0	0.0	79	0	0.0	67	3	4.5
Victor Valley	110	5	5.0	142	6	4.2	153	5	3.2
Vista (Peralta)	343	139	41.0	420	114	27.0	394	116	29.0
West Valley	52	52	100.0	114	114	100.0	327	237	72.5
Total, 32 Colleges	48,769	1,952	4.0	54,840	3,218	6.0	59,466	4,117	7.0

Sources: Total Non-Credit ADA: Chancellor's Office, California Community Colleges Fiscal Services Office.
Confined Elderly ADA: Spring 1987 Survey, Educational Standards and Evaluation Unit, Chancellor's Office.

through provision and conservation of personal, financial, nutritional, and material resources. Programs in employment preparation emphasize homemaking concepts and applications that are basic to paid employment. These programs also emphasize the development of positive work attitudes necessary for functioning as productive, efficient employeees in home economics-related occupations. Home Economics classes are sometimes frequented by three or more generations of one family, serving as adjunct to English as a Second Language and Citizenship classes for the acculturation of immigrant families.

Apprenticeship

Apprenticeship programs are enjoying growth, rising by 55 percent in the adult schools and 73 percent in the community colleges, from 1984 to 1987. Emphasis on school and industry relationships is cited as part of the reason for this phenomenon.

Apprenticeship accounted for about 1 percent of the community colleges' noncredit ADA in 1986-87, but the percentage of adult school Apprenticeship ADA is unknown because it is reported with Short-Term Vocational Education ADA. In 1986-87, however, 11,866 students were enrolled in adult school Apprenticeship programs.

Apprenticeship is the most important method for training skilled crafters. Apprentices work full time and must attend related instruction classes one or two nights a week for four years. They start working at 50 percent of journey wage, and earn more each year until they graduate at full salary. Apprentices are moved from one aspect of the trade to another periodically, so as to become knowledgeable in all aspects of their respective trades.

Health and Safety

Health and Safety programs are attended by adults, parents, high school students, employees, health-care professionals, and the general public. Subjects include drug and alcohol abuse, child abuse, general health and safety, nutrition and exercise, first aid, cardiopulmonary resuscitation (CPR), and water safety. These programs accounted for less that 1 percent of adult school ADA and about 2 percent of community college noncredit ADA in 1986-87.

Citizenship

The most traditional subject for adult and noncredit education, Citizenship programs are designed for adults who wish to become naturalized citizens by preparing themselves for the naturalization examination administered by the federal government and teaching them about the rights and duties of citizens. These programs account for less than 1 percent of ADA in either segment. Although this small proportion seems illogical given recent immigration rates and the growth in English as a Second Language enrollments, new immigrants are apparently motivated by the need for employment and focus their education on work-related programs such as Vocational Education and ESL. In addition, programs such as ESL frequently build Citizenship components into their courses. The demand for Citizenship courses is expected to increase, however, as eligible legalized aliens enroll to satisfy the requirements of the Immigration Reform and Control Act of 1986.

Conclusion

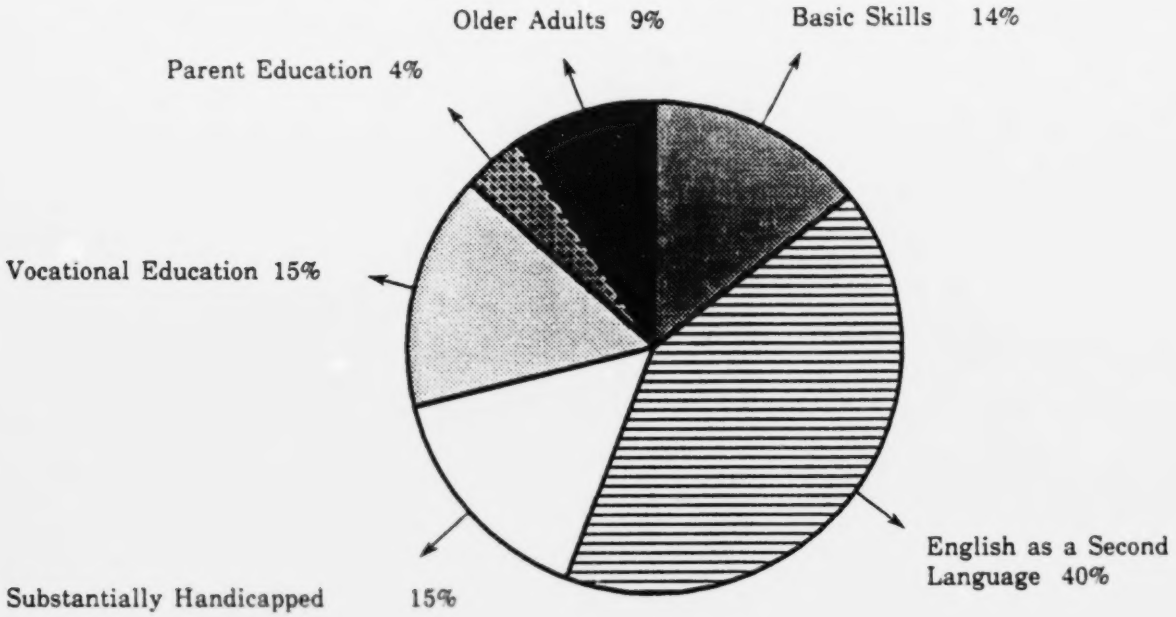
Display 6 on page 14 graphically illustrates the distribution of adult and noncredit education among these ten categories in the adult schools and the community colleges during 1986-87. It clearly shows the considerable similarities and the few differences that exist between these two providers in terms of category.

Display 7 on page 15 shows changes in the percentage of reported ADA by category between 1984-85 and 1986-87 for the adult schools and community colleges. The overall growth in the colleges is dramatic, as are the decreases in services by the adult schools in the area of Vocational Education and by the community colleges in the area of the Substantially Handicapped.

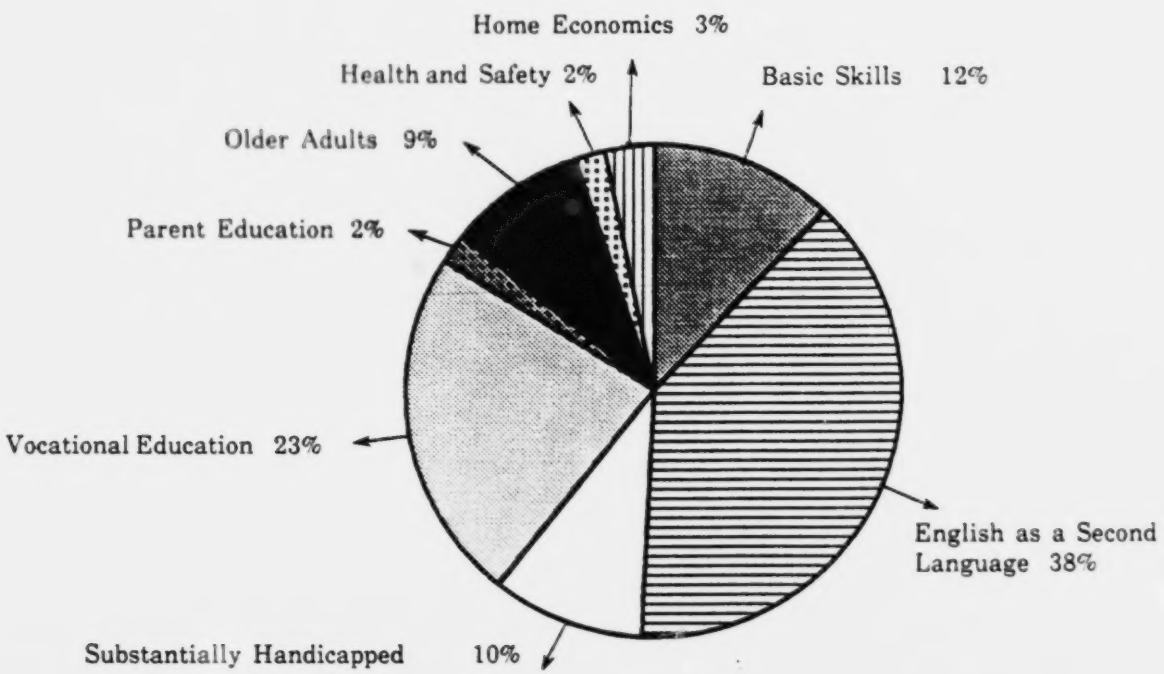
The ten categories provide adult educators with ample opportunity for wide-ranging programs that are flexible and responsive to local needs, but they have been debated since their inception in 1981. They clearly lack consistency of purpose. That is, some

DISPLAY 6 Percentage of Average Daily Attendance by Provider and Category, 1986-87

Adult Schools

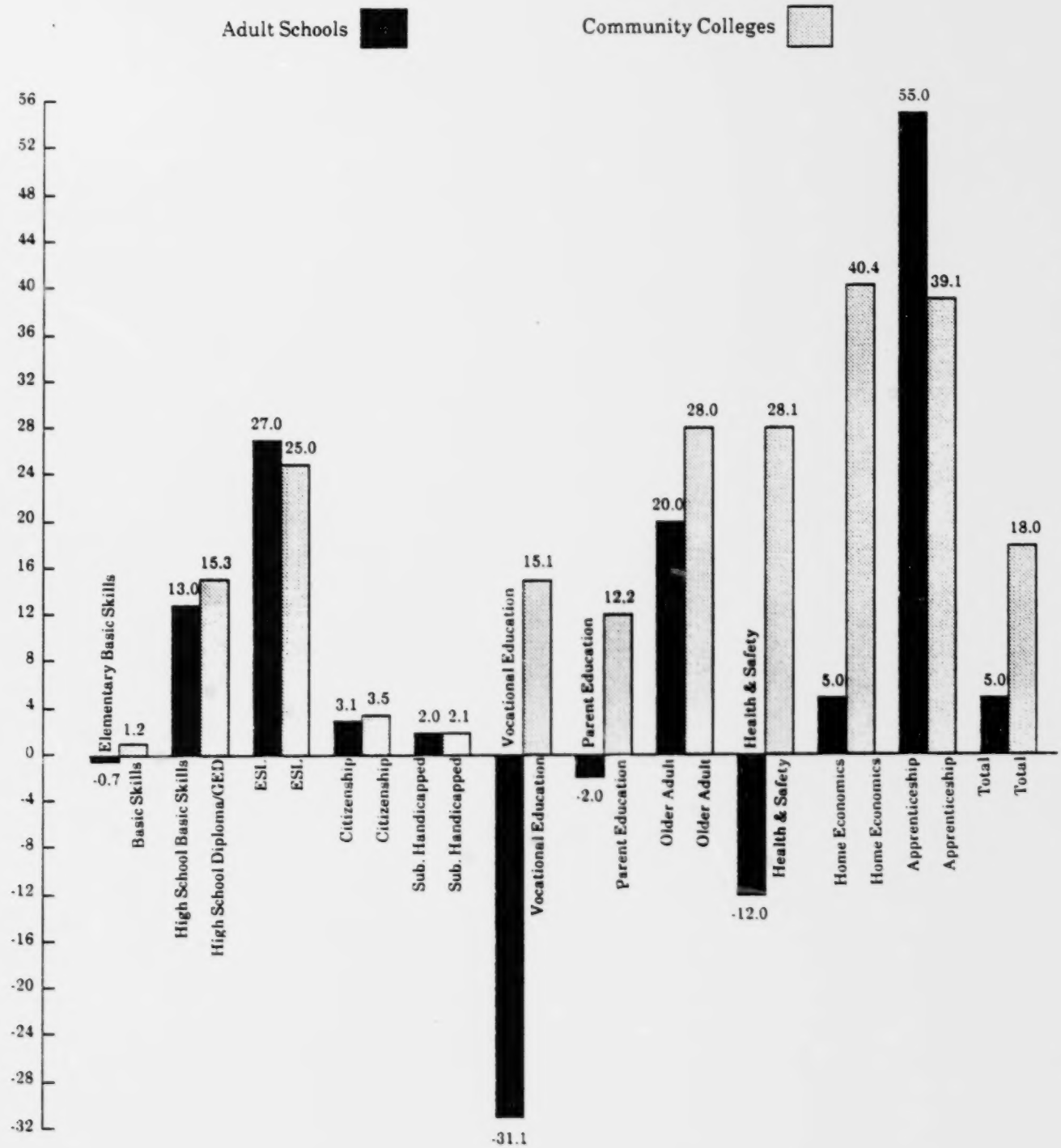


Community Colleges



Note: Categories accounting for less than 1 percent of total average daily attendance are not shown.
Source: Display 4.

DISPLAY 7 Percent of Change in Average Daily Attendance by Category Between 1984-85 and 1986-87



Source: Display 4.

some of them address the function they are intended to serve (such as English as a Second Language), while others address the population they are intended to serve (such as Substantially Handicapped). This inconsistency creates some significant issues with regard to the appropriateness of certain courses. The possibility of redefining the categories is under discussion by adult educators.

One categorization scheme under consideration is illustrated by the following six categories, which are more consistent than the present ten because they are based exclusively on service objectives.

- Elementary Basic Skills;
- High School Subjects;
- Job Training
- Citizenship;
- Survival Skills (including health and safety, parenting and child rearing, home economics, and consumer education); and
- Life Maintenance Studies (including maintaining and promoting optional functioning, increasing longevity, and stimulation.

3 *Unresolved Problems*

IN this part of the report, the Commission presents in detail the facts on which it based its recommendations in Part One.

Restrictions on enrollments

Enrollment trends

Literacy, survival, and employment have been the foci of adult education in California since its inception 156 years ago at San Francisco's Humboldt Evening School, which enrolled 300 students its first year. The very earliest adult classes were intended to provide elementary basic skills, such as reading and writing, although bookkeeping, mechanical drawing, and English were soon introduced. By 1915 and the passage of the Home Teacher Act, adult education had turned the corner toward providing citizenship instruction, which encompassed not only English language instruction, but sanitation, nutrition, government, and the rights and responsibilities of citizenship. By 1920, education for illiterates was compulsory, adding another topic to adult course offerings.

During World War II, adult and noncredit education took on the enormous task of training workers for defense plants and to replace soldiers in industry and agriculture. Between July 1940 and May 1945, nearly 1 million workers were trained in defense classes, with the federal government paying the bills (California State Department of Education, p. 29). Growth slowed in the post-war period but adult and noncredit education continued its steady increase, enrolling a record 2,335,273 students by the 1976-1977 academic year (*Thrust*, 1985, p.10).

Prior to the passage of Proposition 13 in 1978, adult and noncredit education was a local program funded by local property taxes, determined and implemented by local district boards. State fiscal support was limited and not categorical in nature. Adult schools and community colleges established courses to satisfy locally identified needs and demands and paid for them with locally generated property-tax dollars. In the 1976-1977 academic year, 2,335,273 students enrolled in adult and noncredit education in California for a total of 216,852 average daily attendance (op cit., p. 11). The California Council for Adult Education reported that in 1980-1981 -- the first year the State mandated categories were in effect -- 1,536,318 students enrolled for 171,054 average daily attendance (ADA). According to the State Department of Finance, the population of California in 1977 was 22,349,900 and in 1981 24,265,300 -- meaning that in 1977, about 10 percent of the State's residents took advantage of adult and noncredit education but that by 1981 only 6 percent were doing so. That percentage has not changed significantly since 1981. It was 7 percent in 1987, when the State's population was 27,366,900 and enrollments in adult and non-credit education stood at 1,904,968 students. At the same time that the proportion of adult students in California were declining, adult and noncredit education were growing 17 percent nationally.

Many adult schools are in communities where population is increasing rapidly. Some of their districts can offer only selected mandated programs, while others with growth potential offer courses in all the categories and use cost shifting techniques to manage their budgets.

Social changes affecting adult education enrollment

Since 1981, several significant societal changes have been occurring in California that are expected to increase demand for adult education. They include:

1. *Longer life-span:* With increased medical sophistication, disabled citizens continue to live longer, and the need to provide for independent-living skills expands. In addition, the adult population is growing and an increasing proportion of the population is becoming aged, leading to more educational offerings for older citizens.
2. *Increased immigration:* California is rapidly approaching its destiny to become the first mainland

state to have a "minority majority." Immigration from Southeast Asia and Central and South America have changed the ethnic composition of the present population and will continue to influence the future demographics of the State well into the next century.

3. *Changes in the family, economy, and labor market:* More families are now identified as single-parent and require increased parenting and home management skills. As home ownership and raising a family have become more costly, women have returned to the labor market, often requiring retraining. And technological changes in the workplace have created a need for worker training and retraining.

4. *The information "explosion":* The problem of functional illiteracy and the need for adult literacy programs among native-born citizens are now receiving considerable recognition and attention not only in California but nationally.

5. *Need for remediation for high school dropouts:* High school graduation standards have been raised, and more students are leaving high school early, seeking alternatives such as an adult school diploma, preparing to take the GED examination, or concurrently enrolling in a regular high school program along with adult school or community college programs.

All in all, the "market" for adult education has grown as a result of these demographic changes, and all predictions suggest that the need and demand for both existing and new services will only increase.

Legislation affecting adult education

Two laws that will affect adult education in the next few years warrant special attention here -- (1) the Greater Avenues for Independence Act of 1985 (GAIN), requiring increased employment and training services, and (2) the Immigration Reform and Control Act of 1986 (IRCA), funding immigrant education in civics, English, and literacy.

The Greater Avenues for Independence Act of 1985 (GAIN): This Act (Chapter 1025, Statutes of 1985) stipulates that employment and training services be provided for recipients of aid to families with dependent children (AFDC). Many State agencies are charged with responsibility for providing parts of these services -- among them, the State Department of Education, local school districts, the Chancellor's Office of the California Community Colleges, and local community colleges.

The 1988-89 Budget Analysis of the Legislative Analyst estimates 1987-88 expenditures of $115 million for education and proposes 1988-89 expenditures of $172 million -- a 50 percent increase (pp. 701-711). The 1988-89 Budget "assumes that $92 million in funds proposed for existing programs will be available to provide services to GAIN participants." Included are $14 million redirected from adult education and $29 million redirected from the community colleges. The proposed 1988-89 budget for GAIN educational services is $82 million, or 20 percent of all expenditures for GAIN.

In a May 1988 memo, the State Department of Education estimated that GAIN would generate 66,817 average daily attendance (ADA) in adult education and 16,704 ADA in Regional Occupational Centers and Programs in 1988-89 alone and will require between $70 million and $87 million for adult education and $26 million and $33 million for Regional Occupational Centers and Programs. Of these monies, $48 million is available for adult education in the current budget, as is $6 million for Regional Occupational Centers and Programs. Therefore, the Department estimates a shortfall of between $21 million and $39 million for adult education and between $20 million and $27 million for the centers.

Immigration Reform and Control Act of 1986 (IRCA): The United States Department of Health and Human Services estimates that more than 800,000 Californians over the age of 17 will need to enroll in English as a Second Language and in Citizenship courses under the provisions of the Immigration Reform and Control Act (IRCA) of 1986 (Public Law 99-603). The 1988-89 Budget includes $84 million for IRCA education costs, including $64 million for adult and noncredit education. The State Department of Education has developed a State Legalization Impact Assistance Grants (SLIAG) program designed to help adult and noncredit educators in providing required courses in civics, English, and literacy. The program is administered by the IRCA Unit in the Department.

In 1987-88, 31 of California's 58 counties, or 53 percent, had no "local entity" ready to provide these courses of study. Included among them were San

Mateo County, home of nearly 9,000 eligible legalized aliens, and Alameda County, home of nearly 10,000. Because the law specifies a time period of only 30 months of which six have already passed during which eligible legal aliens must receive the required coursework, this shortage of "entities" is of great concern to adult and noncredit educators. According to the California Senate Education Committee, Los Angeles County alone can expect to serve more than 500,000 eligible legalized aliens as students, but counting every possible provider, it will have only 74,000 openings for them -- an 86 percent shortfall. Similar situations exist for many other counties, including Contra Costa, Orange, Fresno, San Francisco, and San Diego, besides those counties without any provider, such as Alameda and San Mateo.

Prohibitions on growth

As noted earlier, unless school districts had an adult or noncredit education program before 1978, they are statutorily prevented from providing such service even if growth and circumstances may warrant such activity.

Growth restrictions in present statute also restrict access in both the adult schools and the community colleges by limiting expansion.

- In the adult schools, growth of average daily attendance is limited to the level funded in 1980-81 plus a 2.5 percent annual "cap." Until 1985, this growth could be increased automatically by up to the 2.5 percent cap, but in that year any additional ADA generated by districts required application to the Department of Education for supplemental set-aside funds -- and now these funds are being redirected to support GAIN.
- In community colleges, State-funded enrollment for both credit and noncredit instruction is limited to the percentage change in the adult population of the districts, with a minimum annual growth of 1 percent or 100 ADA. Clearly, community colleges have more flexibility than adult schools because their "cap" is population sensitive. In addition, they can balance growth between credit and noncredit instruction, since the growth limitation is on total average daily attendance and not specific to noncredit instruction, whereas the adult schools have a static and arbitrary growth level and no internal flexibility.

For school districts that had very small ADA in 1981, but where the population has grown dramatically -- especially with refugees -- the 2.5 percent annual growth cap may be seriously insufficient to meet the local need. For example, if an adult school had 85 ADA in 1981, it was allowed to grow by only 2.12 ADA the following year. Since 1985, even that limited growth has required application for funding. Clearly some districts with growing populations have been unable to keep pace with the increased local need for services.

Although the "cap" has limited the ability of adult and noncredit education to grow, regions with particularly high need and demand frequently operate programs that are "over cap," as Displays 8 and 9 on pages 20-23 show. This means that these districts provide services to students for which they are never reimbursed by the State.

Locally, limiting access leads to several difficulties:

- First, categories in high demand, such as English as a Second Language, may have extremely large classes; yet to be effectively taught, ESL classes require close contact between student and teacher. Large classes prevent this necessary contact. In addition, large ESL classes may discourage students from continuing their schooling, whether in additional ESL classes or Citizenship and Vocational Education courses.
- Second, limited access may restrict opportunities to use up-to-date equipment or even prevent introduction of up-to-date technology in Vocational Education. Since the goal of vocational education is job placement, knowledge of equipment currently being used in the workplace is vital.
- Third and finally, rural counties are particularly hard-hit. Some have no adult and noncredit programs, while others are served by adult schools and community colleges with such small average daily attendance that the 2.5 percent growth limit amounts to a "no-growth" policy for them.

DISPLAY 8 Adult School Programs Under or Over "Cap" in Large Districts, 1982-83 Through 1985-86

	1982-1983				1983-1984			
	ADA	CAP	±	Percent	ADA	CAP	±	Percent
Los Angeles	48,817	39,201	+9,616	25.0%	43,491	39,873	+3,618	9.0%
Hacienda La Puente	4,912	4,785	+127	3.0	4,922	4,904	+18	0.4
El Monte Union	3,806	3,670	+136	4.0	4,002	3,762	+240	6.0
Oakland	3,866	3,991	-125	-3.0	3,811	4,194	-383	-9.0
Sweetwater	3,252	3,217	+35	1.0	3,140	3,195	-55	2.0
Sacramento City	3,777	3,713	+64	-2.0	3,649	3,776	-127	-3.0
Fresno	2,937	2,417	+320	13.0	3,294	2,477	+817	33.0
Pomona	2,695	2,933	-238	-8.0	2,912	3,006	-94	-3.0
Baldwin Park	2,594	2,556	+38	2.0	2,698	2,620	+78	3.0
Garden Grove	2,214	2,130	+84	4.0	2,350	2,183	+167	8.0
Kern	1,897	1,957	-60	-3.0	1,990	2,006	-16	-0.8
Simi Valley	2,426	2,299	+127	6.0	2,359	2,357	+2	0.1
Hayward	2,375	2,236	+139	6.0	2,162	2,292	-130	-6.0
ABC	2,160	2,007	+153	8.0	2,012	2,057	-45	2.0
Grossmont	2,026	2,064	-38	-2.0	2,030	2,116	-86	-4.0
San Juan	1,842	1,763	+79	4.0	1,853	1,807	+46	2.0
Torrance	1,925	1,790	+135	8.0	1,837	1,834	+13	0.7
San Bernardino	1,692	1,671	+21	2.0	1,729	1,713	+16	0.9
East Side Union*	1,553	1,503	+50	3.0	1,552	1,540	+12	0.7
Montebello High School	2,908	2,586	+322	11.0	2,663	2,650	+13	4.0
TOTAL	92,674	88,489	+4,185	5.0	94,456	90,362	+4,094	5.0

* Santa Clara County.

Source: Adult Education Unit, California State Department of Education.

Limited cooperation

Section 8536 of the California *Education Code* dealing with school districts and community college districts offerings states that "the governing board of every district affected by this chapter shall make all reasonable efforts to reach a mutual agreement when such an agreement is required and shall develop procedures for this purpose." Section 8537 specifies that "if mutual agreement cannot be reached by the district governing boards, the points of disagreement shall be resolved by the State Board of Education and the Board of Governors of the California Community Colleges."

Many agreements between adult schools and community colleges exist at the local level, and some excellent examples of cooperative activities effectively promote service and limit duplication of courses. But overall, cooperation between local adult schools and community colleges can be described as serendipitous. Misunderstandings, competition, and non-cooperation between some districts limit available service and detract from the purpose of adult and noncredit education. Confusion about authority in

1984-1985				1985-1986			
ADA	CAP	±	Percent	ADA	CAP	±	Percent
46,085	40,846	+5,239	13.0%	43,143	41,857	+1,286	3.0%
5,118	5,024	+94	2.0	5,140	5,148	-8	0.2
4,094	3,853	+241	7.0	4,358	3,949	+409	10.0
4,084	4,296	-202	-5.0	3,938	4,402	-464	-11.0
3,411	3,272	+139	4.0	3,611	3,353	+258	8.0
3,613	3,868	-255	-7.0	3,875	3,964	-89	-2.0
3,304	2,538	+766	30.0	3,096	2,600	+496	19.0
2,792	3,079	-287	-9.0	2,780	3,155	-375	-12.0
2,907	2,684	+223	8.0	3,022	2,750	+272	10.0
2,693	2,237	+456	20.0	2,681	2,292	+389	17.0
2,055	2,055	0	0.0	2,173	2,106	+67	3.0
2,419	2,414	+5	0.2	2,480	2,474	+6	0.2
2,369	2,348	+21	0.9	2,411	2,406	+5	-2.0
2,200	2,107	+93	4.0	2,304	2,159	+145	7.0
1,981	2,168	-187	-9.0	2,064	2,221	-157	-7.0
1,896	1,851	+45	2.0	1,912	1,897	+15	0.8
1,856	1,879	-23	-1.0	1,875	1,926	-51	-3.0
1,741	1,755	-14	-0.8	1,918	1,798	+120	7.0
1,615	1,578	+37	2.0	1,755	1,617	+138	9.0
3,051	2,715	+336	12.0	3,106	2,782	+324	12.0
99,284	92,564	+6,720	7.0	97,642	94,856	+2,786	3.0

adult and noncredit education is common, even among those engaged in providing these services. State agencies are neither facilitators nor inhibitors of cooperation -- there is no coordination between the Adult Education Unit of the State Department of Education and the Chancellor's Office of the Community Colleges, and neither agency is involved in monitoring the cooperation that occurs. It is therefore not surprising to find that cooperation evolves locally, but without any promotion from the State, it is left to good will, rather than effective planning

Those regions of the State with formalized consortia or other coordinating groups benefit in several significant ways:

- First, they become familiar with their common problems;
- Second, they develop frequent opportunities for communication (newsletters, meetings, retreats, conferences, and the like);
- Third, they present a unified presence when dealing with State, regional, and local governments.

DISPLAY 9 Community College Noncredit Programs Under or Over "Cap" in Large Districts, 1985-86

	1985-1986				1986-1987*			
	ADA	Cap	±	Percent	ADA	Cap	±	Percent
San Francisco	16,264	16,120	+144	+1.0	16,156	16,638	-482	-3.0
San Diego	12,615	12,517	+98	+1.0	12,710	12,889	-179	-1.4
Rancho Santiago	4,717	3,966	+751	+19.0	5,094	4,797	+297	+6.2
Marin	1,430	1,429	+1.0	+ <0.1	1,373	1,454	-81	-5.6
North Orange	5,706	5,257	+449	+9.0	5,875	5,765	+110	+2.0
Mt. San Antonio	2,443	1,636	+807	+49.0	2,809	2,503	+306	+12.2
Santa Barbara	1,874	1,860	+14	+1.0	1,966	1,906	+60	+3.1
Glendale	1,651	1,883	-232	-12.0	1,755	1,676	+79	+5.0
Saddleback	840	483	+357	+74.0	1,342	872	+470	+54.0
Chaffey	864	826	+38	+5.0	942	900	+42	+5.0
Long Beach	1,530	1,547	-17	-1.1	1,550	1,547	+3	+0.2
Pasadena	1,760	1,685	+75	+4.5	1,745	1,777	-32	-2.0
Sonoma	1,165	1,016	+149	+15.0	1,533	1,190	+343	+29.0
TOTAL FOR THESE DISTRICTS	52,859	49,925	+2,934	+6.0	54,850	53,914	+936	+2.0
STATEWIDE TOTAL	66,357	61,546	+4,811	+8.0	69,698	67,757	+1,941	+3.0

NOTE: Noncredit growth "caps" are for analytical purposes only. Community college statutory growth limits are on *total* average daily attendance and it is at the districts' discretion to control growth in their credit or noncredit programs. For funding purposes, districts' revenues are increased if total average daily attendance increases. Increases in noncredit average daily attendance are used to offset credit average daily attendance decline, and vise versa, before growth revenues are provided. If both credit and noncredit average daily attendance increase, growth is funded proportionally between them up to the lesser of actual average daily attendance or the "cap."

Source: Fiscal Services Section, Chancellor's Office, California Community Colleges, June 28, 1988.

districts, and advocacy groups;

- Fourth, they are able to share the cost of specialized consultants -- for example, job developers, and legislative "watchdogs"; and
- Fifth, they share leadership duties and opportunities, including those in professional organizations.

To encourage greater cooperation, the Commission for the Review of the Master Plan for Higher Education, in its report on the community colleges, *The Challenge of Change*, recommended a legislative mandate for delineation of function agreements (1987, pp. 1-12). In a background paper prepared for that Commission, Thomas Timar and Glenn Tepke suggested an option for resolving the question of the appropriateness of noncredit instruction to the community colleges' mission (1987):

> Direct the Board of Governors to determine which State-supported noncredit programs are postsecondary and appropriate for the community colleges and which are more appropriate for the public schools and provide for the return of the latter to the public schools with a transition period and possible exceptions.

The Master Plan Commission did not endorse this option, and the appropriateness of many noncredit courses remains unresolved. As the community colleges move forward with limitations on remediation and implementation of "non-degree-credit" courses, the issue of cooperative delineation of function will

Through 1987-88

1987-1988**			
ADA	Cap	±	Percent
15,967	16,317	-350	-2.1
12,848	12,996	-148	-1.1
5,543	5,174	+369	+7.1
1,508	1,395	+113	+8.1
6,137	5,964	+173	+3.0
3,340	2,871	+469	+16.3
2,061	1,988	+73	+4.0
1,722	1,772	-50	-3.0
1,207	1,394	-187	-13.4
847	999	-152	-15.2
1,454	1,570	-116	-7.4
1,770	1,762	+8	+1.0
1,446	1,569	-123	-8.0
55,850	55,771	+79	+<1.0
70,040	70,954	-914	-1.3

* For 1986-87, funding was provided for ADA growth above the statutory "cap."

** The 1987-88 data are based on the second period report. All other data are annual ADA. As of the 1987-88 Second Principal Apportionment, only 56 percent of the district's statutorily allowable growth was funded due to a shortfall in property tax revenue.

continue to be the subject of close examination by adult and noncredit educators.

Lack of accountability

Inadequate data

Although adult and noncredit education programs have been State funded for a decade, districts have not been required to report much information about courses, categories, or students to the State Department of Education or the Chancellor's Office of the Community Colleges. As a result, the scarcity and inadequacy of data plagues examination of many aspects of adult and noncredit education in California. In fact, data showing ADA and enrollment figures for all categories of adult and noncredit education are available for only three years from the Adult Education Unit of the State Department of Education, and enrollment figures by category are unavailable from the Chancellor's Office. Further, even available data are often not comparable between the providers, making it difficult to examine adult and noncredit education in a collective manner.

The lack of basic trend data in California education is a theme of many Commission studies, and at the risk of being redundant in this report, it must be repeated that available data on adult and noncredit education are woefully inadequate for State policy making.

In addition to the lack of data available over time, demographic information about students who enroll in adult and noncredit education, such as their age, sex, ethnicity, and economic status, is not routinely collected by any agency or is reported only for some federally funded programs, making it difficult to construct a profile of the consumers of adult and noncredit education, despite the fact that these programs are designed and intended for specific clientele such as older adults and the substantially handicapped.

Clearly, in order to substantiate the benefits of adult and noncredit education to the State, it is necessary to identify specifically the characteristics of the population being served. Recent efforts of both the Department of Education and the Chancellor's Office to improve data collection should be continued and encouraged.

Inadequate definitions

Considerable diversity exists among local districts about the designation of courses within the State's 10 mandated categories. Many courses could legitimately fall into a number of categories. For example, flower arranging can be found classified in Vocational Education, Programs for Older Adults, and Home Economics.

The responsibility for course approval rests with the Adult Education Unit of the State Department of Education and the Chancellor's Office of the Community Colleges, but the lack of clear definitions creates inconsistency. It is obvious that under the presently

mandated categories, rationales provided by local districts influence judgments about appropriateness of categorical designations, and confusion about the designation of a course must be expected, depending on whether districts use the *service* or the *client* to claim reimbursement in the designated category.

Inadequate program review

Once an adult or noncredit course is approved by the appropriate agency, it may never be reviewed again. Schools that receive federal adult education funds are supposed to be reviewed and audited every three years by the Department of Education, but the Commission found exceptions in implementing this requirement. Moreover, districts that do not receive federal aid have no such mandate, and there are no required review policies in the community colleges. There are no provisions in statute or in regulation that permit State agencies to impose review procedures on local districts offering adult and noncredit education. This lack of authority undermines what is already a very limited accountability structure at the State level.

Inadequate needs assessments

Few data exist at the district or State level about needs assessment for courses or programs. Some feasibility studies are conducted by some adult schools and colleges to determine need, but more often, demand is measured by the number of students who enroll in a course when it is offered. The rule is that students in adult education "vote with their feet." That is to say, they show up when a class is offered, and if they don't show up in sufficient numbers to make the course generate the cost of a teacher, the course is canceled. Most districts do not keep waiting lists: if possible they offer additional sections of a course. In some districts, students are turned away from impacted programs, but no systematic data is maintained to examine the extent of this practice. As a result, no data exist at the State level to indicate the number of students being turned away from impacted programs like English as a Second Language or Vocational Education.

Inadequate evaluations

The benefit of adult education is often assumed, but rarely assessed. The only quantitative information available is limited to those students who complete the high school diploma or the GED. There is extensive rationale accepted in the field about the value to society for educating parents, and providing stimulation and involvement to the elderly, particularly those that are confined. The logic of the rationale is reasonable, but there is no way currently to test the benefits empirically.

Inequities of funding

Display 10 on the opposite page shows the sources of funds for adult and noncredit instruction in recent years. Two particular problems involve funding:

Differences between adult schools and community colleges

Besides the differential funding of average daily attendance in adult schools and community colleges, an increasing irritation to local school districts is the capture of unused average daily attendance for new programs like GAIN and IRCA, rather than its redistribution to those districts that provide more service than for which they are reimbursed. For those districts, large classes are common, and cost shifting from inexpensive programs (such as Older Adults) to pay for expensive programs like those for the substantially handicapped is evidence of the creative financing they are forced to adopt. In community colleges, revenue from noncredit programs have been used to support declining credit programs, and cost shifting is an increasing activity.

The combining of funds for credit and noncredit instruction in the community colleges offers them a flexibility not available to the adult schools. It has proved a useful and helpful process during enrollment fluctuations that might otherwise have threatened the fiscal stability of several colleges. At the same time, the protected status of adult education funds in school districts has been advantageous. This difference in funding procedures between the two systems has proved to be appropriate and effective for each.

Cost differences among the mandated categories

The cost of offering courses differs considerably among the ten mandated categories for adult and noncredit education. It is clearly less expensive to

DISPLAY 10 Adult and Noncredit Education Funding and Noncredit Average Daily Attendance, 1981-82 Through 1987-88 (Dollars in Thousands)

Provider and Source	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88
Adult Schools							
State Operations							
General Funds	$ 322	$ 309	$ 226	$ 247	$ 182	$ 195	$ 217
Federal Funds	644	589	642	806	867	944	891
Reimbursements	154	112	115	159	153	176	259
Subtotal	$1,130	$1,010	$983	$1,212	$1,202	$1,315	$1,367
Local Assistance							
General Funds	$158,236	$145,227	$159,993	$181,254	$196,447	$217,869	$256,488
Federal Funds	7,465	5,554	7,220	7,422	7,725	8,088	8,651
Reimbursements	87	76	91	0	0	0	0
Subtotal	165,788	150,857	167,304	188,676	204,172	225,957	265,139
Totals	166,918	151,687	168,287	189,888	205,374	227,272	266,506
Community Colleges*							
State Operations							
General Fund	$69,560	$65,190	$61,145	$66,174	$74,829	$87,149	$96,702
Noncredit Average Daily Attendance	63,236	59,264	55,586	56,753	64,174	69,633	71,021

* Does not include Basic Skills, GAIN, or IRCA funding.

Source: Adult Schools: Budget Analysis: Office of Legislative Analyst 1983, 1984, 1985, 1986, 1987, 1988.
Community Colleges: Fiscal Services, Chancellor's Office, California Community Colleges.

offer a lecture course, where several students can be added without diminishing the quality of instruction, than it is to offer a laboratory or field course where the student-faculty ratio cannot be easily manipulated. In adult and noncredit education, the most expensive courses are Basic Skills, Vocational Education, and Substantially Handicapped programs.

Some districts are discussing the possibility of "tier funding" -- funding based on the cost of courses -- so that cost shifting is unnecessary. A similar debate has been taking place in community colleges where the funding mechanism is referred to as "differential funding" or program-based budgeting. Consideration of funding programs based on their actual cost has considerable merit, but has proved unpopular with the Legislature because it results in increased budget requests and because the data to substantiate actual costs is often inadequate.

Summary

These problems of enrollment restrictions, inadequate cooperation, lack of accountability, and inequitable funding have led the Commission to offer

the six recommendations that it explained in Part One and that it repeats here for emphasis:

1. **Permit funding for English as a Second Language (ESL) and Basic Skills to be on an on-demand basis.**

2. **Request that the State Superintendent of Public Instruction and the Chancellor of the California Community Colleges establish a task force to jointly prepare and submit a five-year plan for California adult education.**

3. **Equalize funding for adult and noncredit education by bringing adult school funding up to the same level per average daily attendance (ADA) as provided in the Community Colleges.**

4. **Remove the prohibition against the offering of adult education by communities that now cannot do so because they did not have programs in place before Proposition 13.**

5. **Require the State Superintendent of Public Instruction and the Chancellor of the California Community Colleges to develop and submit a plan for a comprehensive and comparable adult and noncredit education information system.**

6. **Continue the current categories of funding.**

Appendix A

Legislative History of Adult Education in California

THIS appendix chronicles the history of legislative efforts and accomplishments in California that are the foundation of its existing policies for adult education.

1856: The first "evening school " was established by the San Francisco Board of Education.

1902: The California Constitution was amended to assure support for secondary schools. The State Superintendent of Public Instruction interpreted this support as not including the "evening schools." The San Francisco Board of Education filed suit, leading to the following 1907 court decision:

1907: The State Supreme Court ruling that "evening schools" could exist as separate legal entities entitled to share in State appropriations.

1915: The Home Teacher Act was signed into law by Governor Hiram Johnson. The driving force behind the Act was Mary S. Gibson -- a member of the California Commission of Immigration and Housing. Mrs. Gibson visualized the use of "home teachers" working with adults and children in their homes, preparing them for citizenship responsibilities and assisting in their social and cultural adjustment. In 1926, the Department of Parent Education evolved from this beginning

1917: Legislation was passed to authorize school districts to offer special day and evening classes for students aged 18-21 who were not enrolled in "day schools."

1919: The Part-Time Education Act established continuation education for students aged 14-18 who were not enrolled in day schools and classes for students aged 18-21 who were not proficient in English.

1921: Legislation was passed requiring that Americanization classes be formed when requested by 25 or more people.

The State Department of Education was created with the Superintendent of Public Instruction as its administrator.

Junior college districts were established.

California accepted the provisions of the federal Smith-Lever and Vocational Rehabilitation Acts for vocational education.

1926: The Department of Parent Education was created.

1927: The State Department of Education was reorganized, forming a Division of Adult Education.

1931: Legislation passed that provided additional funds for adult high schools and that placed the administration of Parent Education under the State Department of Education. The first nursery school for parent observation and study was established.

1940: The federal government requested adult classes to provide training for defense workers and offered to pay the costs of the program. Between July 1940 and May 1945, nearly 1 million California workers were trained in adult classes, more than half of them in Los Angeles, San Francisco, Oakland, San Diego, Long Beach, and Burbank.

1941: Separate evening junior colleges were authorized.

1945: Legislation established some categories of adult education as well as standards for attendance, curriculum, administration, counseling, credit, certificates or diplomas, formulas for computation of average daily attendance, and the collection of tuition except for classes in English, citizenship, and elementary subjects.

1947: Legislation restructured State support for education by changing the way money was apportioned, and, since adult classes were less costly to run than high school or college classes, adult education experienced rapid growth.

1966: The Federal Adult Basic Education Act provided funds for specific adult education classes and established the State Department of Education as the agency responsible for distributing federal adult education funds.

The Legislature adopted Assembly Concurrent Resolution 32, which was intended to curtail the transfer of programs from adult schools to junior colleges purely for administrative or fiscal reasons and which stated the Legislature's priority for adult education that students receive certificates or degrees that would improve their employability.

1968: Legislation authorized a 10¢ tax levy for adult education and defined adult students as 21 or older enrolled for less than a full day of 140 minutes.

Two separate administrative districts were established, one for the school system and one for the community colleges. More shifts in programs (such as from secondary schools to adult schools and from adult schools to community colleges) occurred to realize funding advantages rather than for educational advantages for students were also evident.

Adult education was being funded by a variety of sources, including federal and State apportionments and local and county taxes.

1970: Senate Concurrent Resolution 131 authorized a study of the delineation of function in adult education funding

1971: Senate Concurrent Resolution 765 required that the State Department of Education and the Chancellor's Office of the Community Colleges conduct a joint review of Adult Education classes, come to agreement on delineation of function, and report to the Legislature by April 1972.

1972: The above report was submitted to the Legislature.

Senate Bill 94 established area coordinating councils and delineated functions.

1973: Senate Bill 6 restructured community college finance, serving to change the formula by which State support of adult education was calculated and to require more community college district support for adult education classes, with the State remaining fully responsible for community college average daily attendance.

Senate Bill 90 restructured State school financing, establishing cost-of-living increases and the concept of revenue limits, permitting income averaging that resulted in the growth of low-cost programs to offset high-cost programs and a shift for much of adult education to General Fund support at the school level.

1975: Governor Brown placed a 5 percent growth cap on adult education and community college average daily attendance.

Assembly Bill 1821 established Regional Adult Vocational Education Councils that were to meet at least bimonthly, and it mandated (1) review of adult and noncredit courses to eliminate duplication, (2) mutually agreed upon delineation of function, and (3) annual short-term planning reports.

1976: Assembly Bill 65 restructured adult education funding by removing the 5 percent cap imposed in 1975 and establishing revenue limits using average State expenditure data, leading to the effective control of adult education growth.

Senate Bill 1641 returned community college funding to local tax rate control tied to property values, not number of students enrolled. Incentives for new courses were reduced because of reduced State funds and because State funds were provided at an average rate. The bill also redefined adults as students 19 or older who were not enrolled in a regular high school program; it specified that noncredit and credit average daily attendance were to be paid at the same rate and that adult education funds were to be spent only on adult education courses; and it established categories of programs for older adults and the substantially handicapped.

1978: Proposition 13, which limited increases in local property taxes in California, was passed by

the voters one month before the State budget was due to be signed, and resulted in significant changes in authority to manage local programs that had historically been supported by property taxes. Rather than the elected officials at the city and county level determining budgets and priorities for their districts, the Governor and the Legislature were responsible for establishing the policies and mechanisms for funding the activities of the schools and community colleges. This change from local to State authority brought concerns for equalization, control, and accountability. At the same time, the total dollars available to fund local programs had been decreased by the tax initiative, and reductions were necessary to balance the State budget.

In response, the Legislature passed Senate Bill 154 and Assembly Bill 2190 as emergency "block-grant" bills for one year. They eliminated adult education revenue limits, implemented block grants to districts as part of the Proposition 13 "bailout," and changed the State-funded adult school categories to eight. Community college adult education continued to be fully funded, although capped.

1979: Assembly Bill 8 addressed the significant changes in State and local authority with respect to property-tax expenditures. It established a 2.5 percent growth cap and a 6 percent cost-of-living adjustment for adult schools, specified revenue limits based on 1977-1978 spending rates, and created mandated categories of State-supported programs for adult schools. Community colleges were funded at a single average rate for credit and noncredit courses and were instructed to study and determine priorities that warranted continued State support. Transfer of programs from adult schools to community colleges increased.

1980: Assembly Bill 2020 created the Adult Education Policy Commission (the Behr Commission) to prepare policy recommendations on delineation of function, revenue, and expenditure equalization for adult education. That Commission established the following goals to guide its deliberations:

1. Meeting the educational needs of California's adults should be the highest priority.
2. Programs which are serving those needs effectively should not be subject to changes which would disrupt, weaken, or close them.
3. Certain population groups have a demonstrably greater need for adult education than others.
4. Some geographic regions have such large "high-need" populations that even all providers combined are unable to provide essential services.
5. Funding parity is a worthy goal.
6. Local officials are best qualified to determine local mix of programs.

Assembly Bill 2196 increased the number of adult education categories to 10; recognized that some regions have such high demand for certain categories that all segments' efforts were insufficient; stated that parity between segments was a goal; and encouraged decisions based on educational rather than fiscal considerations. Two problems were that community colleges had the ability to transfer excess revenues from noncredit to credit offerings, and their credit offerings were supported at a higher rate than either noncredit or adult school programs.

1981: Assembly Bill 1626 reduced the community college reimbursement rate to $1,100/ADA, comparable to the adult school rate, tied the ADA cap to changes in the State's adult population; imposed the ten mandated categories, slightly revised, on community college noncredit courses in an effort to control spending and to protect what were considered State priorities for adult and noncredit education, and required community colleges to classify courses as credit, noncredit, or community service and to update their classification annually.

In analyzing the issues surrounding adult and noncredit education, the Behr Commission found that, "adult education programs tend to gravitate toward the source of maximum revenue" (p. 3) and reported that although the Legislature had made many attempts to solve the problems of adult education funding, often the "solution to one problem has . . . resulted in the creation of problems in other areas" (ibid.). The Commission further found that the absence of a definition of adult education common to the adult schools and the

community colleges' noncredit programs was a significant problem. It concluded its work with recommendations in the following areas:

1. That all classes, courses and programs be funded at the same rate per ADA regardless of provider;
2. That any increase in ADA be funded up to a maximum of 5 percent per year;
3. That both major providers receive a common rate for inflation; and
4. That elected local boards of education and community college boards negotiate new, formal, binding delineation of function agreements:

The State's fiscal crisis in 1981, the recommendations of the Behr Commission, and the sunset of the community college provisions in Assembly Bill 8, led to new legislation which brought further restrictions and State control to adult and noncredit education. The community college reimbursement rate was reduced, the categories for State support were revised and imposed on both the adult schools and the community colleges and adult education monies were made a separate item in school district budgets. Disparities between districts and between providers were being addressed and a State system for the funding of adult and noncredit education was evolving. However, no overall State policy was being developed to guide funding nor to recognize the special problems faced by districts because of the diversity that existed across the state.

1982: Senate Bill 813 implemented general wide-ranging educational reform.

1984: Senate Bill 1570 created the Commission for the Review of the Master Plan for Higher Education, which examined issues in adult education and noncredit instruction.

Senate Bill 1379 prohibited use of State revenues to support community services courses.

1985: Senate Bill 2064 requested the Master Plan Commission to study community colleges as a first order of business.

1987: The Commission for the Review of the Master Plan for Higher Education, in its community college document, *The Challenge of Change*, recommended further study of adult education/noncredit instruction and a legislative mandate for delineation of function agreements.

1988: In May, the Legislature's Joint Committee for Review of the Master Plan for Higher Education commented broadly on adult and noncredit education. In particular, it recommended that those categories identified as offering transitions to opportunity (English as a Second Language, Citizenship, and Basic Skills) should be relieved of the "cap" and allowed to satisfy current demand with the assurance of full reimbursement by the State (p. 107). The Committee chose to defer further recommendations until publication of this present report.

During the previous five years, the Legislative Analyst's Office had raised several issues about adult and noncredit instruction in its annual Budget Analysis and had suggested changes intended to improve the system. These recommendations have included the deletion of those categories that might serve recreational or avocational interests, some reduction of General Fund appropriation to adult education, the elimination of the arbitrary 2.5 percent growth cap for adult schools and the establishment of a growth allowance based on rate of growth in the State's adult population similar to the community college model, changes in the statutory cost-of-living adjustment, and a reduction of the funding level for concurrently enrolled high school students in adult education courses. Few changes have been adopted by the Legislature, however, despite the persistence of the Legislative Analyst. In the current 1988-89 Budget Analysis, the Legislative Analyst stated that equalization funds for adult education are no longer necessary since all districts previously operating below the statewide average have been brought to the average appropriation. More significantly, the Analyst presented data that show enormous growth (400 percent) between 1980-81 and 1986-87 in the adult education ADA of concurrently enrolled high school students -- largely due to the participation of districts in large urban areas -- and once again, the Legislative Analyst recommended funding equity for concurrently enrolled high school students.

Appendix B *Background on the Study*

Origins of the study

Since the passage of Proposition 13 in 1978, the Legislative Analyst's Office has been very instrumental in identifying and focusing on the problems the State faces in funding adult and noncredit education. In response to the Legislative Analyst's suggestion, the Legislature directed the Commission as follows in Supplemental Language to the 1987 Budget Act [Item 6420-100-001(2)]:

> *Adult Education Study*. The CPEC, in consultation with the Board of Governors of the California Community Colleges and the State Department of Education, shall conduct a study of the current and projected need for, and funding of, noncredit adult education, including the various state-funded instructional areas, in light of the state's changing demographics. This study shall include, but not be limited to, an examination of the following:
>
> 1. Whether the existing system of determining state priorities and delivering local instructional services is adequate and, if not, what changes are necessary;
> 2. The criteria to assess overall need for those programs, including (a) benefits to the state in funding each instructional area, (b) level of demand for instructional services, and (c) alternative resources available to meet demonstrated need;
> 3. The most appropriate process for establishing state priorities in the event that resources are not sufficient to address all identified instructional needs;
> 4. Whether the statutory language which describes various instructional areas adequately delineates and protects the state's priorities;
> 5. The process for determining how changes in priority state-funded programs should be made in the future;
> 6. How the state can assure that resources are provided equitably among various adult education providers in order to meet the state's priority needs.
>
> Based on this examination, the commission shall make recommendations on what are the relative needs and priorities of the state by instructional area and whether any instructional areas should be added, modified, restricted, or eliminated and, if so, which areas and by what process? The commission shall submit its findings and recommendations to the legislative education fiscal and policy committees by October 1, 1988.

In September 1987, the Commission approved a staff prospectus for the study aimed at providing a broad context, a historical perspective, and an analysis of past and current practices in an effort to recommend needed changes in future policies.

Conduct of the study

The potential scope of this study was enormous, yet the Legislature provided no funds to the Commission for the project. Existing resources were used to conduct the study and statistical data were limited to what the State Department of Education and the Chancellor's Office, California Community Colleges, were able to provide. In some instances, the data were incomplete or inadequate, and comparability among the data remains a serious limitation.

In addition to the review of statutes, and the examination of materials published by the State Department of Education, the Community Colleges' Chancellor's Office, the Commission for the Review of the Master Plan, the federal government, the Behr Commission, the Assembly Office of Research, and the Senate Office of Research, Commission staff conducted extensive field visits to interview local district administrators and teachers. Staff attended classes in all the categories designated for adult and non-

credit education and visited a total of 11 adult schools and six community colleges during the six-month course of the study.

Acknowledgments

A technical advisory committee was established to advise on the progress of the study and to review all factual information contained in this report. The Adult Education Unit of the State Department of Education and the Chancellor's Office of the California Community Colleges selected field representatives for the committee in addition to delegates from the statewide administrations. The members of the committee were:

- Rena M. Bancroft, President, Community College Centers, San Francsico;
- Robert H. Benbow, Director of Adult Education, Baldwin Park Unified School District;
- Rita Cepeda, Dean, Educational Standards and Evaluations Unit, Chancellor's Office, California Community Colleges;
- Robert W. Coleman, Dean, Continuing Education Program, San Diego Community College District;
- Vicki V. Dolnick, Principal, Metropolitan Skills Center, Los Angeles Unified School District;
- Raymond G. Eberhard, Program Manager, Adult Education Unit, State Department of Education;
- Noreen A. Hanna, Principal, Napa Valley Adult School, Napa;
- Claude G. Hansen, Former Program Manager, Adult Education Unit, California State Department of Education;
- Edward Hernandez, Jr., Dean, Community Services, Mt. San Antonio College, Walnut;
- Jerome Hunter, Dean, Continuing Education, Rancho Santiago Community College District, Santa Ana;
- Norma J. Morris, Program Assistant, Educational Standards and Evaluation Unit, Chancellor's Office, California Community Colleges;
- Henry W. Page, Principal, Palo Alto Adult School, Palo Alto;
- Inge Pelzer, Dean, Counseling and Student Support Services, Chaffey College, Rancho Cucamonga;
- Edward A. Quesada, Director of Adult and Alternative Education, Paramount Adult School, Paramount;
- Patricia C. Reed, Principal, Yucaipa Adult School, Yucaipa;
- Lynda T. Smith, Consultant, Adult Education Unit, California State Department of Education; and
- Evelyn "Sam" Weiss, Instructor, Golden West College, Huntington Beach.

The Commission also wishes to thank:

- Ronnald Farland, Chancellor's Office, California Community Colleges;
- Harvey Hunt, State Department of Education;
- Jewel Keusder, Cypress College; and
- Mark Reid, Fairfield-Suisun Unified School District.

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 15 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. The other six represent the major segments of postsecondary education in California.

As of January 1988, the Commissioners representing the general public are:

Mim Andelson, Los Angeles
C. Thomas Dean, Long Beach, *Chairperson*
Henry Der, San Francisco
Seymour M. Farber, M.D., San Francisco
Helen Z. Hansen, Long Beach
Lowell J. Paige, El Macero
Cruz Reynoso, Los Angeles, *Vice Chairperson*
Sharon N. Skog, Palo Alto
Stephen P. Teale, M.D., Modesto

Representatives of the segments are:

Yori Wada, San Francisco, appointed by the Regents of the University of California

William D. Campbell, Carlsbad, appointed by the Trustees of the California State University

Borgny Baird, Long Beach, appointed by the Board of Governors of the California Community Colleges

Harry Wugalter, Thousand Oaks; appointed by the Council for Private Postsecondary Educational Institutions

Kenneth L. Peters, Tarzana; appointed by the California State Board of Education

James B. Jamieson, San Luis Obispo; appointed by California's independent colleges and universities

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including Community Colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory planning and coordinating body, the Commission does not administer or govern any institutions, nor does it approve, authorize, or accredit any of them. Instead, it cooperates with other State agencies and non-governmental groups that perform these functions, while operating as an independent board with its own staff and its own specific duties of evaluation, coordination, and planning.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, the Commission's meetings are open to the public. Requests to address the Commission may be made by writing the Commission in advance or by submitting a request prior to the start of a meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its interim executive director, Kenneth B. O'Brien, who is appointed by the Commission.

The Commission publishes and distributes without charge some 40 to 50 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission, its meetings, its staff, and its publications may be obtained from the Commission offices at 1020 Twelfth Street, Third Floor, Sacramento, CA 98514; telephone (916) 445-7933.

MEETING CALIFORNIA'S ADULT EDUCATION NEEDS

Recommendations to the Legislature in Response to Supplemental Language in the 1987 Budget Act

California Postsecondary Education Commission Report 88-35

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985.

Recent reports of the Commission include:

88-21 Staff Development in California's Public Schools: Recommendations of the Policy Development Committee for the California Staff Development Policy Study, March 16, 1988 (March 1988)

88-22 and 23 Staff Development in California: Public and Personal Investments, Program Patterns, and Policy Choices, by Judith Warren Little, William H. Gerritz, David S. Stern, James W. Guthrie, Michael W. Kirst, and David D. Marsh. A Joint Publication of Far West Laboratory for Educational Research and Development • Policy Analysis for California Education (PACE), December 1987:

88-22 Executive Summary (March 1988)

88-23 Report (March 1988)

88-24 Status Report on Human Corps Activities: The First in a Series of Five Annual Reports to the Legislature in Response to Assembly Bill 1820 (Chapter 1245, Statutes of 1987) (May 1988)

88-25 Proposed Construction of the Petaluma Center of Santa Rosa Junior College: A Report to the Governor and Legislature in Response to a Request for Capital Funds for Permanent Off-Campus Center in Southern Sonoma County (May 1988)

88-26 California College-Going Rates, 1987 Update: The Eleventh in a Series of Reports on New Freshman Enrollments at California's Colleges and Universities by Recent Graduates of California High Schools (June 1988)

88-27 Proposed Construction of Off-Campus Community College Centers in Western Riverside County: A Report to the Governor and Legislature in Response to a Request of the Riverside and Mt. San Jacinto Community College Districts for Capital Funds to Build Permanent Off-Campus Centers in Norco and Moreno Valley and South of Sun City (June 1988)

88-28 Annual Report on Program Review Activities, 1986-87: The Twelfth in a Series of Reports to the Legislature and the Governor on Program Review by Commission Staff and California's Public Colleges and Universities (June 1988)

88-29 Diversification of the Faculty and Staff in California Public Postsecondary Education from 1977 to 1987: The Fifth in the Commission's Series of Biennial Reports on Equal Employment Opportunity in California's Public Colleges and Universities (September 1988)

88-30 Supplemental Report on Academic Salaries, 1987-88: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965) and Subsequent Postsecondary Salary Legislation (September 1988)

88-31 The Role of the California Postsecondary Education Commission in Achieving Educational Equity in California: The Report of the Commission's Special Committee on Educational Equity, Cruz Reynoso, *Chair* (September 1988)

88-32 A Comprehensive Student Information System, by John G. Harrison: A Report Prepared for the California Postsecondary Education Commission by the Wyndgate Group, Ltd. (September 1988)

88-33 Appropriations in the 1988-89 State Budget for the Public Segments of Higher Education: A Staff Report to the California Postsecondary Education Commission (October 1988)

88-34 Legislation Affecting Higher Education Enacted During the 1987-88 Session: A Staff Report to the California Postsecondary Education Commission (October 1988)

88-35 Meeting California's Adult Education Needs: Recommendations to the Legislature in Response to Supplemental Language in the 1987 Budget Act (October 1988)

88-36 Implementing a Comprehensive Student Information System in California: A Recommended Plan of Action (October 1988)

88-37 Proposed Establishment of San Jose State University's Tri-County Center in Salinas: A Report to the Governor and Legislature in Response to a Request by the California State University for Funds to Create an Off-Campus Center to Serve Monterey, San Benito, and Santa Cruz Counties (October 1988)